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before

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Chapter V
Instructions
concerning

Chapter V. Collection and Procurement of Intelligence Materials

1. OCD in 1953

In retrospect, collection and requirements coordination functions are often overlooked both in terms of their major importance as ^{an} OCD responsibility^{ies of} and their co-existence with the ~~other important activity~~ whose basic functions ^{of} evolved progressively toward information handling and reference services. OCD was, except in a few cases, never intended to be a collector of raw intelligence. In the first place, it had no field facilities for this type of service; secondly, the charter^s of other offices ^{both} had given them the responsibility for collection^{field}, whether within CIA ^{and} in the intelligence community, ^A OCD should be considered, therefore, ^{as} the "broker" or middle man in the process of getting the users' requirements into collection action. In the performance of this mission, OCD was only as good as the collectors who responded to the requirements. With such total dependence on the performance of the collector, OCD had many problems defending inadequate responses, often completely beyond its control. OCD's specific collection responsibilities ^{are} ~~will be~~ described ^{later, elsewhere, in this Chapter.}

In reviewing OCD's collection and requirements coordination activities within the time period covered by this history, a brief outline of their nature and scope as of 1953 will be useful both as a point of departure and as perspective for what subsequently transpired. In ¹⁹⁵³ ~~this context~~, the OCD operating ^{related to collection and requirements coordination} components ~~involved~~ were engaged in the following activities:

The Liaison Division was providing a central Agency service for the coordination of CIA and other IAC agencies' ad hoc foreign intelligence requirements, assigning and monitoring collection action as appropriate to

See Chapter V

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available collection facilities. The Division also collected and procured information directly from government agencies, both IAC and non-IAC, ~~available~~ (in Washington, Effective ⁱⁿ January 1953, the International Conference Branch (ICB) was established, to provide a central Agency service for the collection of intelligence information

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Graphics Register was providing a central reference collection service ^{on} of motion pictures and still photography on foreign areas, subjects and personalities for use by CIA and other IAC agencies, coordinating the development of specific and standing collection requirements of the agencies and levying requirements on available government and commercial collection sources. The Register maintained direct procurement arrangements with U.S. counterparts and selected commercial sources of motion pictures and still photography in Washington areas. A major function of the Register involved the coordination of all Agency aerial photography requirements and subsequent procurement directly from the

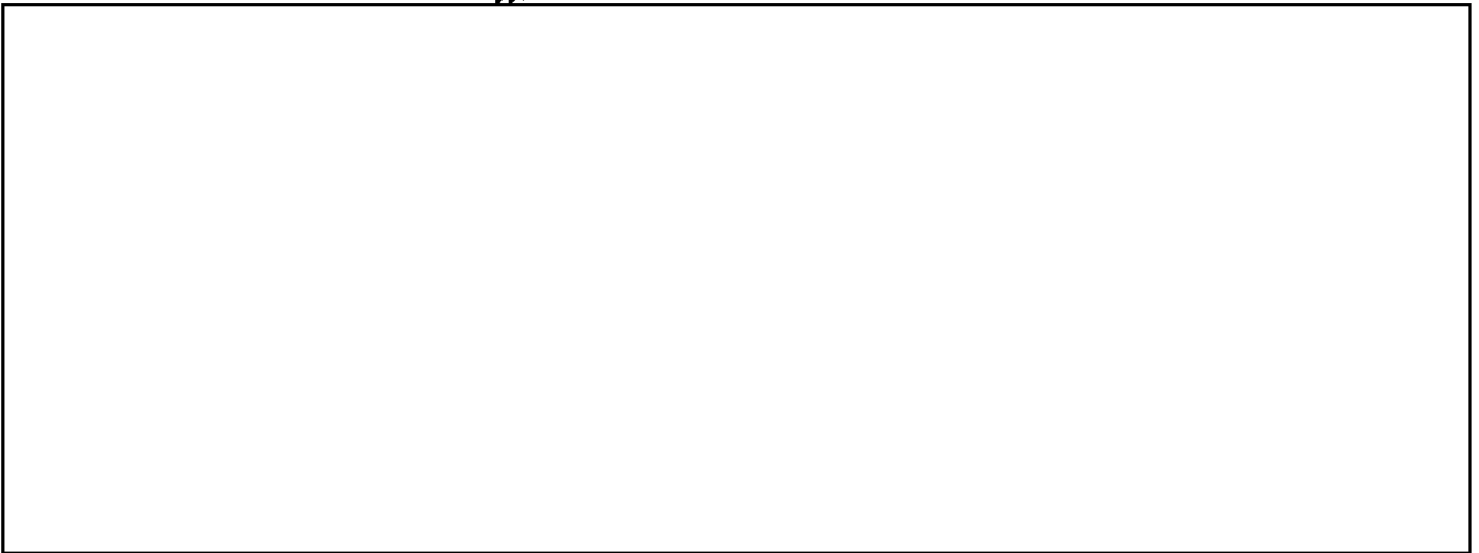
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U.S. Navy and Air Force.



The year 1953 was ¹⁹⁵⁰ significant in ~~terms of its~~ reflecting the evidence of the Agency's transition from its initial organizational and formative period to that of growth, adjustment and development. The effects of the Agency's reorganization during FY1951 became apparent in the increasing workload placed upon OCD. During FY1952, the recently established research and production components of ¹⁹⁵¹ ¹⁹⁵⁰ ^{major} ^{one} ORR, OSI and OCI were ^{fully} ⁱⁿ launched in their respective programs. The operational offices of OSO and OPC continued to expand. The steady growth and development of these offices resulted in increased requirements for OCD services ~~in 1953~~ ³⁰⁷, including its collection, procurement and requirements coordination activities.

As the Agency's organizational pattern settled down, personnel staffing filled out, and operating components began to implement planned programs, OCD's collection and requirements coordination resources faced the challenge of meeting new and expanding requirements of an organized and rapidly developing agency.

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7. ~~Direct~~ Collection Activities

OCR made a significant contribution to the overt collection activities of the Intelligence Community by its expansion of the scope of sources exploited. This was achieved without duplicating the collection efforts of the established USIB collecting systems. The OCR programs in fact complemented these systems and assisted in reducing the requirements burdens placed upon them. It was a case of OCR developing the competence to know either where to go to get the desired information or who could best get it for CIA.

In describing OCR's participation in collection and procurement activities, it will be useful to define just how these terms are used in this chapter. They fall into two categories: 1) "direct" collection, much the smaller in scope, ~~and~~ in which OCR personnel dealt directly with sources; and 2) "indirect", ^{collection} ~~in which~~ ^{wherein} OCR was responsible for the operational management and administration of activities in which contact with primary sources or actual collection itself ~~was~~ ^{the} performed by non-OCR ^{personnel or by personnel in other agencies} or other agency personnel. OCR Liaison officers Procurement of information and material already in the possession of other government agencies in Washington is ~~also~~ included in the latter category.

a. ~~Direct Collection~~

Examples of "direct" collection activities included:

(1) The Liaison Division program for the collection of foreign positive intelligence information ^{participated in the} (from U.S. Government officials) acquired by their ^{25X1B}

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The Soviet Union

was making propaganda use of the lack of U.S. participation. In 1954 the President

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became so concerned with Soviet success in the area that he ordered a program of participation to be developed. [redacted]

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(It bigger now)

To be better equipped to handle such important requirements, LD was reorganized in April 1958 and designated the Liaison and Collection Division.¹⁰ In

July 1961, ^{in name} to consolidate like functions in one place, ^{the} Collection Branch of LD was

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transferred to [redacted] the international conferences operations, with

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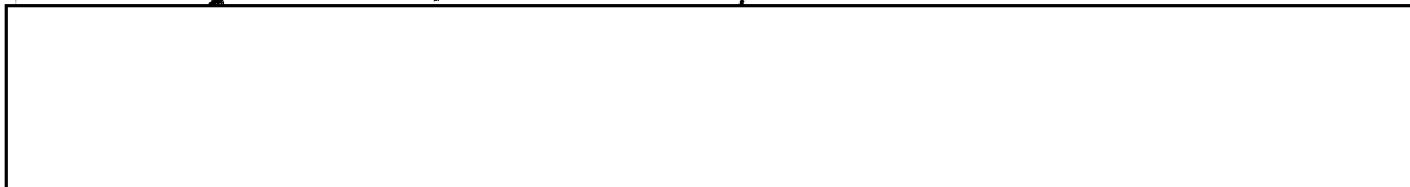
one position, were transferred to BR, since other sources were providing similar information. Liaison and Collection Division was renamed Liaison Staff.¹³

(2) The Graphics Register collected ^{ed} still and motion picture photography from U.S. television networks, motion picture organizations, and commercial photo sources. [redacted] authorized direct contact by Graphics Register

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with these sources during the past years through tacit understanding, without formalizing this procedure by memoranda. ^{although} ^{was not specifically formalized in writing}

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(4) procurement by the CIA Library of domestic publications directly or through cut-outs as required. A ^{large} ~~sizable~~ amount of material was also procured by the Library on inter-library loan from other libraries.

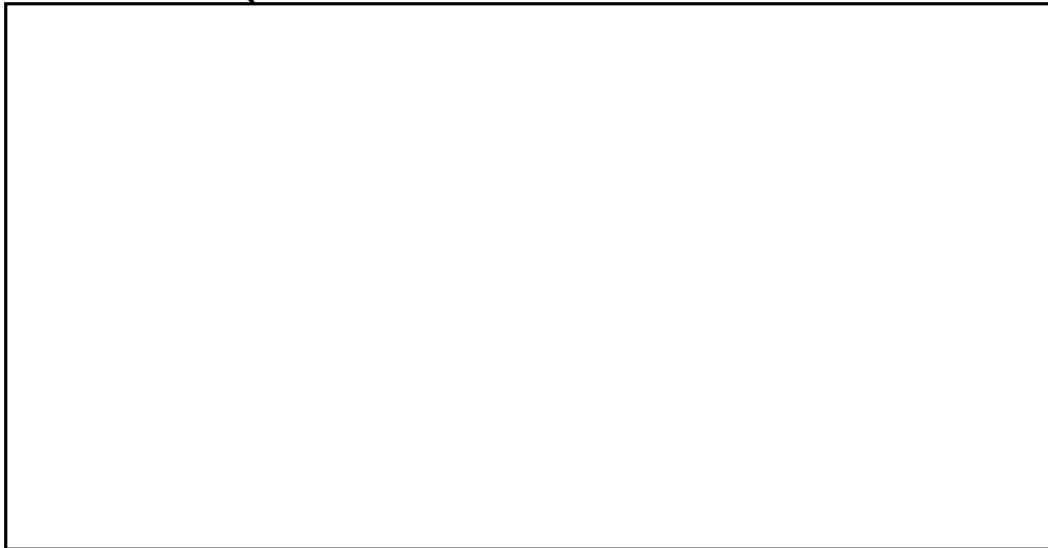
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Indirect Collection Activities

Several forms of indirect collection ~~activities~~ ^{already noted} have been described ^{often} and will continue to be ^{address} treated as the intricacies of OCR operations are unfolded. In some of these areas ^{on this subject} (for example, foreign publications procurement) ^{much has} ~~much has~~ ^{will provide much} ~~has been written~~ and several ~~summary~~ ^{major} papers will be given as references to be followed for the greater detail required to understand a complicated ^{problem} ~~problem~~. A few of the categories ~~to be~~ ^{discussed} ~~discussed~~ ^{here} include foreign publications

procurement, the Graphics Coordinator Program, direction by BR of the collection of ^{25X1A} biographic information ^{collection by the} ~~and finally~~, Liaison Division ^{25X1C} collection of intelligence information and material from U.S. Government agencies in the Washington area.

^{CIA Library.} (1) ^{one} Another form of publications procurement ^{is} was the exchange of ^{chan} ~~was~~ ^{is} the only ^{25X1B} way to get material ^{on} ~~from~~ ^{from} certain areas of the world, for example, ^{25X1A}

Realizing the importance of guidance on procedures, plus the desire to have a coordinated Government effort, the Secretary of Commerce (Weeks) in January 1955 asked for CIA representation on an interdepartmental committee ^{to advise new} ~~advising~~ the Office

of Strategic Information, Department of Commerce. The CIA Librarian was designated ^{as the Agency representative.} ~~and~~ ^{the sum of} ~~later~~ that same year, CIA also assisted in funding program expenses with ^{almost} ~~for~~ ^{for} 1955.

After two years of rather fruitless discussion centering primarily on ^{25X1A} the definition of ~~what~~ ^{on} ~~is~~ ^{quid pro} strategic information and the maintenance of a ~~status~~ ^{on} quo in any foreign ^{publications} exchange, the program was terminated 30 June 1957, ¹⁵ and the international exchange part of the program was given back to the Library of Congress to manage.

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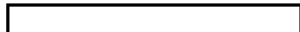
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Graphics Register



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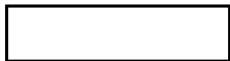
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Although statistics are not available for the number of photographs GR received from his source prior to FY1960, in that year 34,186 came in and by FY1966 the number had increased to 46,621.²²

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← Much of the needed information was in the possession of other ^{thus} agencies in the Washington area, eliminating the need for field collection.

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In most cases such information had not yet been identified by the holding agency as being responsive to Agency requirements, or had not been designated for dissemination to CIA. The problem was to locate and procure it.

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The nature and scope of Agency requirements ranged from the broad economic, scientific, and technical fields of the DDI research and production offices to the operational support needs of DDP components. ↗

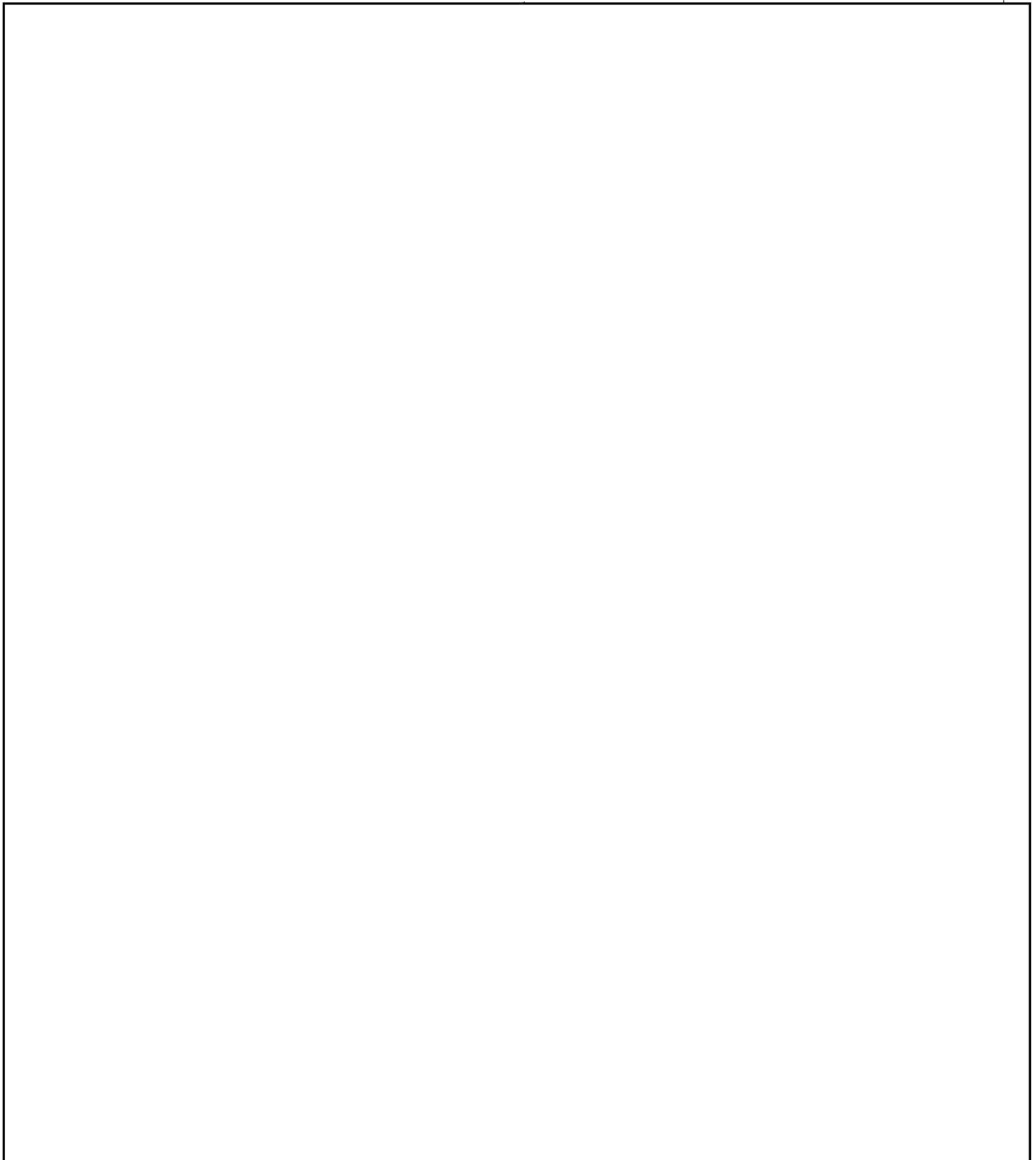
↖ As the Liaison officers located and "discovered" information responsive to Agency needs, ad hoc collection was effected or, if the material in question was available on a continuing basis, arrangements were made for copies to be forwarded to the CIA. For example, the

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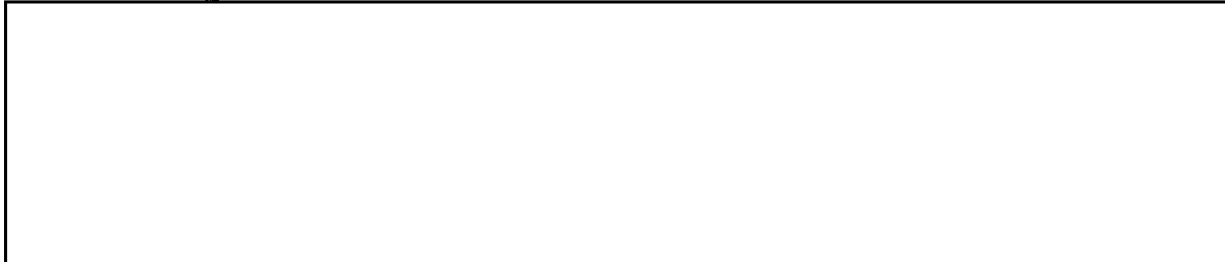
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This type of indirect collection activity helped reduce the volume of requests for field collection. It reflected the high degree of cooperation extended by the respective agencies involved as well as the effectiveness of good inter-Agency liaison relationships.

All of the above activities represented an expansion of the over-all Community overt collection effort. Each activity had its own particular capability and field of coverage, encompassing publications, biographic information, motion and still photography, and the broad field of general intelligence subjects recordable by the hand camera's lens, human observation, or in the form of documentation.

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3. Requirements Coordination

A case could be made for discussing requirements coordination at the beginning of the Chapter on Collection and Procurement instead of at the end. A separate Chapter on Requirements ^{at} could be another approach. The impression created, deliberately so, would be the same as what actually happened to requirements coordination in OCR: first the function was assigned to LD/CR, ~~then~~ several CIA Offices set up their own requirements facilities to either work through LD or work independently, then OCR organized proposals for a central requirements registry in OCR. These were expanded and in June 1967 formed the basis of the ^{Collection} ~~Information~~ ^{Guidance} Requirements Staff (IRS) of the DDI.

Chapter ²⁶ ~~V~~ of the "Organizational History of Central Intelligence Agency, 1950-1953" ^{addresses itself in some detail} ~~devotes considerable space~~ to the ramifications of requirements control, the various types of requirements, and the assignment of responsibility for ^{requirements} ~~coordination~~ to the appropriate offices. A brief explanation of only two kinds of requirements and how they were handled might make more comprehensible the dilemma of CIA management in assigning responsibilities.

First, there was the "ad hoc requirement", which ^{was} ~~is~~ a specific piece of information and intelligence requested from whatever collection facility of the U.S. Government ^{could} ~~could~~ produce it within an indicated period of time. Secondly, there was the "guide-type or general requirement" which requested no specific item of intelligence but ^{rather} ~~which did want~~ all available information on a subject or item on a continuing basis. LD/CR was concerned primarily with the ad hoc requirements and ^{used} ~~was~~ as an instrument to issue collection instructions, its Requirements Directive Series (RD). ²⁷ ~~To add to the confusion, there were, of course, exceptions.~~

~~See item no. 12~~

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(Doesn't sound "confusing" Good!)

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The actual coordination process by LD would take place: ~~LD~~ with
the requirements collection staffs of requesting Offices ~~to~~
a. ^{TO} insure that the information ^{was already} ~~is not available~~ in CIA;
b. ^{to} check with non-CIA counterparts for information already
available; and
c. ^{to} include pertinent reference and background data to assist the
collector,

^{LCDR}
~~21~~ LD's responsibilities for coordination were ~~LD~~

- a. ^{to} operate a centralized inter-agency service for the determination
of the most suitable collection facility and inform each collector
of action taken;
b. ^{to} assure that the requirement ^{was} ~~is~~ not duplicative of a previous one;
c. ^{to} appraise the capabilities of non-USIB agencies to satisfy
requirements before they ^{was} ~~are~~ levied on USIB collection facilities;
and
d. ^{to} receive information copies of military service requirements
issued to their own field units. ²⁸ Thus CIA knew ^{of} certain types of
military requirements and could add specific coverage responsive
to CIA needs and eliminate possible duplication.

The potential ^{for} ~~LD~~ error, duplication or simple over-sight in
operations as described above was great and did occur. Liaison and Collection Division

(LCDR formerly Liaison Division) attempted to exert pressure on the other Office

(ibid.)

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requirements staffs to ~~avoid~~ by-passing LCD facilities and experience, thus saving time and often embarrassment caused by duplicate requirements ~~going~~ ^{addressed} to the same collector ~~but~~ ^{see} from two separate components of the Agency. (see ~~the~~ ^{chart} on following page.)

The problem of multiple requirements ~~being~~ served in uncoordinated fashion ~~with~~ ^{and} an ineffective system of priorities and record-keeping ~~continued~~ ^{defined} to exceed capabilities of a satisfactory solution. In FY1960, for example, LCD developed and produced an Interagency Collection Requirement Target List reflecting the priority [redacted] This

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25X1C/ist helped to facilitate the systematic and coordinated exploitation of the [redacted] 25X1C

[redacted] Also during this period, as part of a general revision of all DCIDs, LCD drafted and participated in the USIB coordination of DCID 2/1, Coordination of Overt Collection Abroad.

Again in 1960, a Presidential Joint Study Group investigated, inter alia, the intelligence requirement mechanisms of the U.S. Government. In its report the Joint Study Group concluded that significant requirement problems existed in the intelligence community and recommended the creation of a national central requirements facility as the vehicle for solving these problems. The DCI and the Secretary of Defense concluded that ~~implementation~~ ^{establishment} of the national facility was impractical in the immediate future, particularly in view of the ~~establishment~~ ^{creation} of the Defense Intelligence Agency (DIA) which was imminent. As an interim measure, the DDI directed

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AD/CR to consider what improvements might be made in CIA to resolve some of the points raised by the Joint Study Group, including the feasibility of ~~a~~ ^{setting up a} more modest CIA Central Facility. In response to this directive, [redacted] ²¹ of the Liaison Staff (prior to July 1961, LCD) chaired a joint DDI/DDP Working Group, composed of representatives from CIA requirements staffs, collection components, and OCR's Automation Development Group, to develop a plan for the

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operation of a Central Requirements Registry within CIA, which could be ~~extended~~ ^{expanded} to include the indexing of all requirements for the intelligence community, i.e., a National Requirements Facility.

(Huntington Sheldon)

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In a memorandum to the Acting DDI from the AD/CR, 11 April 1962, the AD/CR recommended that:

- a. a CIA Requirements Committee be established, with the DDI as Chairman and with representation from appropriate Offices,
- b. a small staff be organized to support the Committee on a full-time basis, and
- c. a Requirements Registry be organized.

Further correspondence with the DDI, including the recommendation that an Agency Notice be issued on Coordination of Collection Requirements, resulted in the issuance of HN 51-2, 4 June 1962, with heading as specified. This Notice announced that a) a CIA Requirements Committee had been formed under the chairmanship of the DDI, b) the position of Staff Requirements Coordinator was established in OCR, and c) a Requirements Registry was established on a provisional basis in OCR. Further,

the Notice ^{instructed} ~~the~~ ^{the} ~~cooperation of~~ production offices ^{to} submit written requirements through the Requirements Registry. The Staff Requirements Coordinator was designated as [redacted] and the Requirements Registry, with a staff up to

[redacted] was established under him. [redacted] was also designated Chairman of the Requirements Support Group, which was to support the CIA Requirements Committee.

DDI Notice N 50-100-31, 21 January 1963, entitled Guiding Collection of Intelligence Information, was issued "to establish a centralized program for guiding the

collection of intelligence information." It gave the CIA Requirements Registry in OCR the authority to ^{coordinate,} register and index all collection requirements, and specifically defined responsibilities.

~~See item no. 22.~~

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The AD/CR announced the same day that there was established a (reconstituted from the Registry), Requirements Coordination Staff, headed by [redacted] and reporting to the Office of the AD/CR. Concurrently, the Liaison Staff was relieved of responsibility for the coordination of collection requirements. The [redacted] continued to develop a centralized index and machine-control over collection requirements, using the machine facilities of the Special Register. [redacted] requirements were ~~begin to be~~ fed into the system and a formatted target list of IPC first priority interests was produced.

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Effective 10 June 1963, there was established, in the Office of the DDI, a Collection Guidance Staff. This Staff (CGS) was to consolidate the former production responsibilities in collection guidance and provide the means for handling additional collection guidance problems affecting the Intelligence Directorate as a whole. The Requirements Coordination Staff from OCR was transferred to the CGS, and [redacted] DAD/CR was designated Chief of CGS.

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In retrospect, collection and requirements coordination functions are often overlooked both in terms of their major importance as an OCR responsibility and their co-existence with an activity whose basic function progressively evolved toward information handling and reference services.

OCD was, except in a few cases, never intended to be a collector of raw intelligence. In the first place, it had no field facilities for this type of service; secondly, the charter of other offices had given them the responsibility for collection, whether within CIA or in the intelligence community in general. OCD therefore should be considered the "broker" or middle man in the process of getting the Users' requirements into collection action. In the performance of this mission, OCD was only as good as the collectors who responded to the requirements. With such total dependence on the performance of the collector, OCD had many problems defending inadequate responses, often completely beyond its control.

^D
In reviewing OCR's collection and requirements coordination activities within the time period covered by this History, a brief outline of their nature and scope as of 1953 will be useful both as a point of departure and as perspective for what subsequently transpired. In this context, the OCR^D operating components involved were engaged in the following activities:

The Liaison Division was providing a central Agency service for the coordination of CIA and other USIB Agencies' ad hoc foreign intelligence requirements, assigning and monitoring collection action as appropriate to CIA and other Agencies' collection facilities. The

Division also collected and procured information directly from govern-
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ment agencies, both USIB and non-USIB, available in Washington.

Effective January 1953, the International Conference Branch was
 established, providing a central Agency service for the collection

of intelligence information on [REDACTED]

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The year 1953 marked the beginning of OCA's major role in the

community
 As a result of USIB

~~As a matter of fact,~~ The AD/CD (Andrews) sent a staff study on 19 February 1953 to
 the DDI proposing that [REDACTED] be consulted and requested to participate

in an expanded overseas collection program [REDACTED]
 [REDACTED] manned by DDI personnel and funded by CIA. The next few weeks brought

forth an even stronger suggestion from the AD/CD to the DDI: that CIA should
 undertake entire support of the [REDACTED] under an

arrangement similar to that in effect for procurement of [REDACTED]

The National Security Council recognized some of the problems and in March
 1953 approved Intelligence Directive no. 16, which stated, *that* ~~among others~~, "The
 Director of Central Intelligence Agency shall insure the coordination of foreign
 language publications for intelligence purposes." Further, "An Advisory Committee
 on Foreign Language Publications shall be established to assist the Director of
 Central Intelligence in the implementation of this directive."

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* See item no. 7

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while the consolidation seemed
Branch of the CIA Library. An improvement, ~~yes, but~~ it was definitely not a solution. CIA/OCD got the day to day operations of the program with all *the inherited problems,* its headaches, expenses and myriad details, but the basic decision-making, consisting of control and

administration, [redacted] Even though CIA was by far the

largest single user of the program, it had no *voice* say in the selection of [redacted]

[redacted] *the* allocation of travel time and funds, or the establishment

of priorities in the duties of the ad-hoc [redacted] The

find no sin latter usually had at least ~~5-6~~ other assignments requiring *their* ~~his~~ time at the posts, with publications procurement getting the lowest priority.

In the Fall of 1953, the DCI (Dulles) informally discussed with the Director of the Bureau of the Budget (Dodge) the possibility that CIA finance and staff those [redacted] positions which [redacted] The Director of the

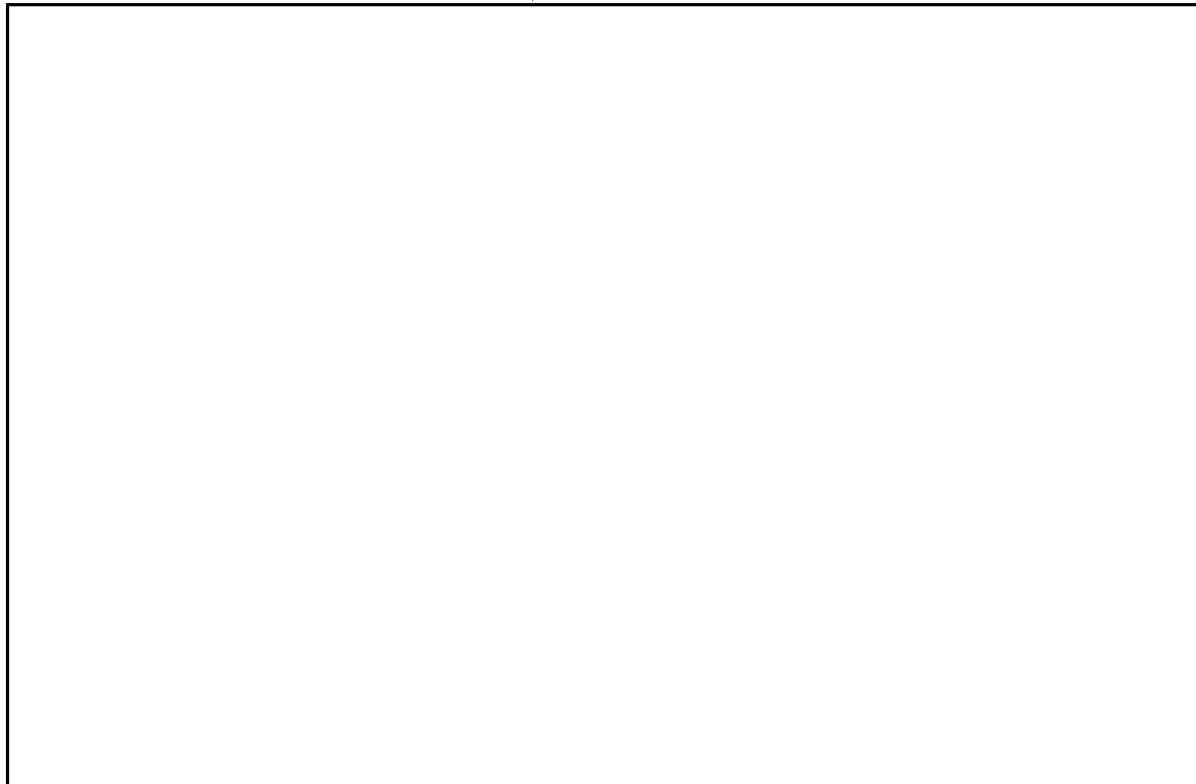
Bureau of the Budget could not approve this proposal because such an arrangement

could be construed as "a subversion of Congressional intent with respect to [redacted]"

[redacted] activities. The problem plagued OCD for the next thirteen years.

Graphics Register was providing a central reference collection service of motion pictures and still photography on foreign areas, subjects and personalities for use by CIA and other USIB agencies, coordinating the development of specific and standing collection requirements of CIA and other USIB agencies and levying requirements on available government and commercial collection sources. The Register maintained direct procurement arrangements with U.S. Government counterparts and selected commercial sources of motion pictures and still photography in the [redacted] Washington areas. A major function

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of the Register involved the coordination of all Agency aerial photography
requirements and subsequent procurement directly from the U.S. Navy
and Air Force.



The year 1953 was significant in terms of its reflecting the
evidence of the Agency's transition from its initial organizational and
formative period to that of growth, adjustment and development. The
effects of the Agency's reorganization during FY 1951 became apparent
in the increasing workload placed upon OCR. During FY 1952, the
recently established research and production offices of ORR, OSI and
OCI were launched on their respective programs. The operational
offices of OSO and OPC continued to expand. The continued growth

and development of these offices resulted in increased requirements for
OCR services, including its collection, procurement and requirements
coordination activities. OCR's Liaison Division, the CIA Library and
the Graphics Register were particularly involved.

As the Agency's organizational pattern settled down, personnel
staffing filled out, and operating components began to implement planned
programs, OCR's collection and requirements coordination resources
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Direct
3. COLLECTION AND PROCUREMENT ACTIVITIES

OCR made a significant contribution to the overt collection activities of the Intelligence Community by its expansion of the scope of sources exploited. This was achieved without duplicating the collection efforts of the established USIB collecting systems. The OCR programs in fact complemented these systems and assisted in reducing the requirements burdens placed upon them. *Insert sentence*

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Examples of "direct" collection activities included: *a1.* the OCR Liaison ~~Collection~~ Division program for the collection of foreign

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positive intelligence information from U.S. Government Officials acquired

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(The growing interest in

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generated ~~the~~ increased requirements. ~~Coupled with this was the fact that~~ The

Soviets were making ~~increasing~~ propaganda use of the lack of U.S. participation.

~~In 1954~~
The President became so concerned with Soviet success in the area that he directed

that a program of U.S. participation be developed. A Trade Fair Committee was

organized under the direction of the Operations Coordinating Board; Liaison

Division represented CIA on the Committee. The Division served as both a

a medium

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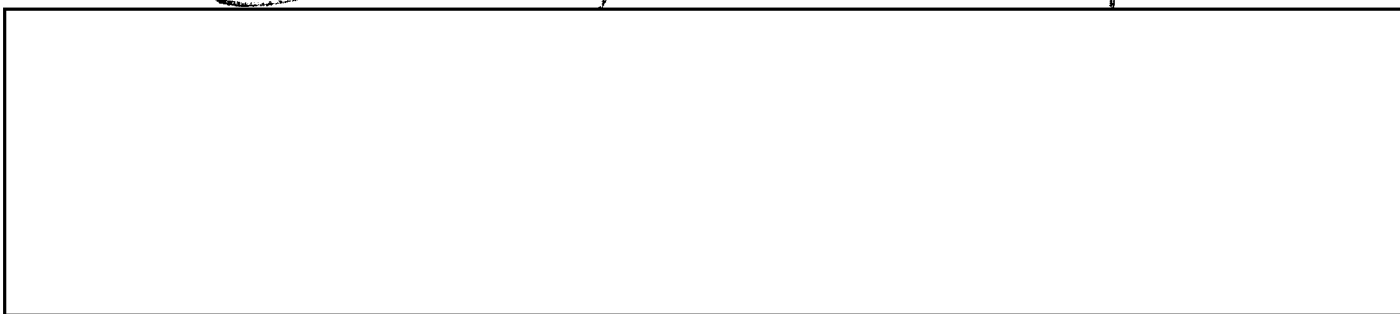
Register to these sources ^{during} through the course of the past years, without ever formalizing this procedure by memoranda.

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d. procurement by the CIA Library of domestic publications either directly or through cut-outs as required. Another form of procurement by the Library was the sizable amount of material borrowed from other libraries on inter-library loan.

to handle these important requirements, LD was reorganized, ^{in April 1958} and designated the Liaison and Collection Division. ~~LD~~ In July 1961, to consolidate similar functions, Collection Branch of LD was transferred to [redacted]. The international conferences operations, with [redacted], were transferred to BR and Liaison and Collection Division was renamed Liaison Staff. ³⁵

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~~*** See item no. 32.~~

*** See item no. 32.

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*** See item no. 17.

4. Indirect Collection Activities

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Several forms of indirect collection activities have been described briefly earlier and will continue to be mentioned as the intricacies of OCR are unfolded in historic perspective. A few of the categories to be discussed include: ^{foreign} publications procurement, the Graphics Coordinator Program.

Examples of the "indirect" activities included: CIA Library's

Acquisition Branch's operational responsibilities in managing the procurement activities of the [redacted]

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[redacted] (DCID No. 2/5); OCR Graphics Register management of the Graphics Coordinator Program and the [redacted]

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[redacted] graphics procurement activities; OCR Biographic

Register's responsibilities in directing the collection of biographic

information by [redacted] (DCID No. 1/9); OCR

Liaison Division collection of intelligence information and material in

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the possession of U.S. Government Agencies in the Washington area.

a. Another form of publications procurement is the exchange of publications between individuals or institutions; often this method is the only way to get material from certain areas of the world. Realizing the importance of guidance on procedures, plus the desire to have a coordinated Government effort, the Secretary of Commerce (Weeks) in January, 1955 asked CIA to be represented on the Interdepartmental Committee on International Exchange of Publications, ^{of the Office of Strategic Information, Commerce.} The CIA Librarian was so designated; later the same year, on a shared basis, CIA also assisted in funding program expenses with [redacted] for 1955. The program was terminated 30 June 1957 and the international exchange part of the program was given back to

the Library of Congress, ^{which never should have left.}

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[redacted] first proposed in 1961⁷⁰ that the map and publications

procurement programs be merged. ~~since~~ ^{he thought,} Both were headed for a gradual erosion of

25X1C their respective programs ^{be} via [redacted] insatiable appetite for positions, due ^{in turn} to the
unceasing efforts of Congress to emasculate the [redacted] budget, ^{and economies may result from the} The 1961 proposal was ^{merged} 25X1C

turned down; the persistent 25X1A [redacted] repeated ⁷¹ it in 1963 and this time managed

to get concerned top management to agree to study the proposal and alternatives ^{extensively}

during FY1964, and that no changes in program management will be introduced prior

to FY 1965. ⁷² Finally on 3 March 1966 an [redacted] 25X1C

25X1C [redacted] The Chief, FDD/AB, stated to the D/CR on 13 25X1C

25X1C [redacted] October 1966, "In answer to your request 25X1A [redacted] for an evaluation of the

25X1C [redacted] I would say that in general we are satisfied with the results of
the merger." ⁷⁴

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with at least two follow-ups in the next two years, was anything but productive.

Graphics Register even provided the text for use in the revision of the instructions

regarding the procurement of graphics materials in the

There should have been no lack of awareness of the program, but the person-to-person

contact was ^{not systematic} only informal. A formal program of briefing outgoing

was begun in 1957 with the cooperation of Cameras were

provided, together with other equipment, requirements were explained and within one

year contact was established with 55 active participants in the program.

5. Requirements Coordination

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A case could be made for discussing requirements coordination at the beginning of the Chapter on Collection and Procurement instead of at the end. A separate Chapter on Requirements could be another approach. The impression created, deliberately so, would be the same as what actually happened to requirements coordination in OCR: first the function was assigned to LDI/OCR, then several ^{CIA} Offices set up their own requirements facilities to work through or not to work through OCR, then OCR organized proposals for a central requirements registry in OCR, these were expanded and in June 1967 formed the basis of the Information Requirements Staff (IRS) of the DDI.

Chapter V* of the "Organizational History of Central Intelligence Agency, 1950-1953" devotes considerable space to discussing the ramifications of requirements control, the various types of requirements and the assignment of responsibility for coordination to the appropriate Offices. A brief explanation of ^{only} 2 [→] ^{of the kinds} of requirements ^{and how they are handled} might make more comprehensible the dilemma of ^{CIA} ~~Agency~~ management in assigning responsibilities.

First there is the ad hoc requirement, which is a specific piece of information and intelligence requested from whatever collection facility of the U.S. Government could produce it ^{within an indicated period of time}. Secondly, the guide-type, or general requirement which requests no specific item of intelligence but does want all available information on a ~~specific~~ ^{or a continuing basis} subject or item. ^{Location Division} OCR was concerned ^{with} ^{instructions} the ad hoc requirements, and used as an instrument to issue collections the Requirement Directive ^{(RP) 5} Series.

Excluded from the RD series were such categories as "collection manuals issued by the USIB agencies to their field collectors, i.e., Foreign Service Manual, DAIR, ~~Off.~~ The Air Force, etc.; ^{by LDI} special collection programs, i.e., ELINT, etc.,

The actual coordination process ^{by LDI} would take place with the requirements

Collection staffs of requesting Offices to:

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* See item no. 1.

a. Insure that the information is not available in CIA

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- b. Check with non-CIA counterparts for information already available, and
c. Include pertinent reference and background data to assist the collector

2) OCR's responsibilities for coordination were to:

- Operate a centralized inter-agency service for determination of the most suitable collection facility and inform each collector of action taken,
- Assure that the requirement is not duplicative of ~~one~~ previous one,
- Appraise the capabilities of non-USIB agencies to satisfy requirements before they are keyed on USIB collection facilities, and
- Receive information copies of requirements (military service) and issued to their own field units. Thus CIA ~~handles~~^{over} military requirements and could add specific coverage responsive to CIA needs and eliminate possible duplication. *

The potentiality of error, duplication or simple oversight in operations as described above is great and did happen. Liaison Division, ^(later Liaison Collection Division) exerted strong pressure on the other Office requirements staffs to avoid by-passing LD facilities and experience, thus saving time and often embarrassment in duplicate requirements going to the same collector but from two separate components of the Agency. (cf. ^{Flow} Chart on following page. ⁴⁶)

The problem of multiple requirements being served in uncoordinated fashion with an ineffective system of priorities and record keeping, continued to exceed capabilities of solution. In FY1960, for example, LCD developed and produced an Interagency Collection Requirement Target List reflecting 25X1C the priority objectives of the USIB agencies. This list helped to facilitate the systematic and coordinated exploitation of the Also during this period, as part of a general revision of all DCIDs, LCD drafted and participated in the USIB coordination of DCID 2/1 Coordination of Overt Collection Abroad. ⁴⁷

Also during 1960 a Presidential Joint Study Group investigated, inter alia, the intelligence requirement mechanisms of the U.S. Government. In its report ⁴⁸ ~~the study~~ it concluded that significant requirement problems existed in the intelligence

* Ibid. community and recommended the creation of a national central requirements facility as the vehicle for solving these problems. The DCI and the Secretary

of Defense concluded that the proposed facility was impractical in the immediate future. As an interim measure the JDD directed ADLER to consider what improvements might be made in CIA in the areas raised by the Joint Study Group, including the feasibility of a more modest CIA Control Facility. 49

OCR Annual Report (FY 1961) p. 26

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more authority by having a CIA man designated

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The National Security Council recognized some of the problems in this area because of the absence of any regulatory instruction and in March 1953 approved Intelligence Directive No. 16⁴ which stated that "The Director of Central Intelligence Agency shall insure the coordination of the procurement of foreign language publications for intelligence purposes." ~~Further, "An Advisory Committee on Foreign Language Publications shall be established to assist the Director of Central Intelligence in the implementation of this Directive."~~ *Committee* *For further details, see Chapter X*

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formed The FPB, plus additional personnel from within CIA, constituted the newly organized Foreign (later Acquisitions) Branch of the CIA Library. While the consolidation seemed an improvement, it was definitely not a solution. OCD received the day-to-day operations of the program with all of its inherited problems, but the basic decision-making, consisting of control and administration, remained with the

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Although CIA was by far the largest single user of

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have such acute problems. That program was much smaller and had been managed by CIA almost since its inception; [redacted]

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25X1C by the [redacted] A merger of the map and publications procurement programs was first proposed in 1961. ³² Both ^{programs} were headed for a gradual erosion of

their respective ^{assets} programs, because of [redacted] insatiable appetite for positions; [this was] due, in turn, to the unceasing efforts of Congress to

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cut [redacted] The 1961 proposal was turned down, but was resubmitted again in 1963. ³³ OCR management studied the program extensively and stated that no changes in program management should be introduced prior to FY 1965. ³⁴ [redacted]

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[redacted]

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publications, stated to the D/CR on 13 October 1966, "In answer to your request to

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ments might be made in CIA to resolve some of the points raised by the
Joint Study Group, including the feasibility of setting up a more modest
CIA Central Facility. ¹³ In response to this directive

of the Liaison Staff (prior to July 1961, LCD), chaired a joint DDI/DDP
working group, composed of representatives from CIA requirements
staffs, collection components, and OCR's Automation Development
Group, to develop a plan for the operation of a Central Requirements
Registry within CIA, which could be expanded to include the indexing
of all requirements for the Intelligence Community, i. e., a National
Requirements Facility. ¹⁴

c. (2) CIA Library

In addition to the CIA Library, the CIA Library handled procurement of publications available in the US either directly or through cut-outs, as required. A large amount of material was also procured by the Library on inter-library loan from other libraries.

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CHAPTER B

VI. Conclusions (Wrap-Up)

a. Perspective

- 1) Current VantagePoint - seeming "dissimilarity" of Collection, Procurement and Requirements Coordination to current Office information processing and reference service orientation.
- 2) Yet these were among Office's major functions and responsibilities during period 1953-1961 - as former title of OCD would indicate
- 3) Transfer out of some of the major collection and coordination functions due to: budget and manpower reductions strains on OCR's combination of diversified activities; and the pressures of increased emphasis and allocation of Office resources to the design and development of systems to update capabilities to meet demands in the information processing and reference fields

Old h. to phase out as function

to create research & dev'ts reflection service groups

b. Summary Assessment

- 1) Significance and effectiveness of OCR's contribution in the fields of Collection, Procurement and related Requirements Coordination during formative, growth and developing years of the CIA and the Intelligence Community

- 1) From today's vantage point, the collection and related requirements functions may not appear to be related to OCR's current information processing and reference service orientation and responsibilities. This was not always the case.
- 2) In fact, these functions were one of the major and integral parts of the original Office of Collection and Dissemination, as the name would indicate. They remained so up to 1961, at which time the Office underwent major reorganization, realigning some functions, and transferring others to other Agency Offices. The Coordination of Ad Hoc Requirements, the Exploitation of U.S. Gov. Officials were transferred to CGS/DDI, leaving only the Graphics Register's collection activities and those of the Acquisitions Branch. The Coordination of Bio. Register and Acq. Branch remained in OCR.
- 3) The scale and scope of the earlier OCD/OCR collection functions were reduced, although the inherent value and importance of the remaining Graphics, Biographic And Publications Procurement remained undiminished.
- 4) The reason for this ~~derives from the fact~~ ^{is} that OCR changed, or perhaps evolved. The point is however that during the period covered by this History the Collection and Requirement Coordination functions were major activities and responsibilities - ~~the~~ ^{the} 1953-1961. The perspective of these against the unusually varied activities of the Office changed - from the combined mixture of specific collecting functions with information processing and reference services, ~~in all their wide ranges,~~ the Office ~~turned to~~ became oriented to the latter fields.

to be a more homogeneous orientation in the info. processing, handling fields.

In retrospect, collection and requirement coordination were an integral part of the original Office Of Collection and Dissemination, as the name itself implies. B

The unique and broad liaison activities and responsibilities vested in OCD from 1948 onward were uniquely suitable facilities at hand to supply the logical and practical means to cope with the rapidly expanding needs of the Agency and ^{the} community to exploit the new developing collection sources not falling under the responsibilities of the major collectors' quarters of the DDP, OO/C, the Foreign Service and the Military Attache systems. B

The OCD liaison facilities, the CIA Library, and Graphics Register were ~~assigned~~ ^{assigned} approved to develop appropriate collection and procurement activities, each in their respective fields. From 1952 onwards, OCD augmented its collection activities in response to customer requirements (the collection and procurement programs covered in this chapter). B

The period 1952 to 1961 - collection/procurement and related requirements coordination ^{were} ~~became~~ major functions and responsibilities of OCD. B

Information Processing and Reference Services demands on OCR, with attendant pressures for computerization and automated systems began to strain the budget and manpower resources allocatable to OCR as one office in the DDI area. B and P

Concomitant with this, collection requirements were changing, new collection techniques were developing which strained the resources of some of OCR collecting activities. B

The combination of the Library Consultants' Report, Joint Study Group, economy drives, manpower reductions resulted in heightening the inherent dissimilarity between the collection/requirements functions and those concerned with the rapidly growing emphasis on information processing and reference services, automation fields/ B

This resulted in transferring or merging some OCR functions ^{with} ~~to~~ other CIA Offices (LCD collection to LCD Requirements Coord. to CGS); the curtailment of some activities (certain GR activities) and retaining the balance in OCR, somewhat "economized" by manpower reductions (Acq. BR., GR, BR) B

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